DOVER/KENT COUNTY MPO PARKLET HOW-TO GUIDE

February 2022

How To Create, Design, Implement and Enjoy A Parklet



February 2022

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Welcome to Your Parklet

The purpose of this How-To Guide is to provide practical guidance and technical assistance to recipients of the Parklet Pilot Program Mini-Grant from the Dover/Kent County MPO, as well as be a general resource for anyone interested in Parklets. The MPO is excited that your municipality wants to embrace the Parklet concept. The MPO staff wants to assist you along your journey.

This guide will help you introduce your parklet to your community, define what a parklet is, and describe its use, value, and advantages. It will advise on things like cost, safety, comfort, amenities, liabilities, and maintenance. It will also include some of the data collected from the public by the MPO regarding their own parklet.



Sample parklets







Dover/Kent County MPO Mobile Parklet at (L to R) Dover First Friday, Viola Street Fair, and Bowers Beach Heritage Day.

What is a Parklet?

The term 'Parklet' is generally attributed to San Francisco¹ where it was first used to describe the process of converting one or more street parking spaces on urban streets into a small public 'parks' or enclosed seating area. Since that time, numerous cities have adopted alternative names including People Spots, Street Seats, Streateries, Pocket Parks, Street Patio and Spark.

Parklets are primarily intended as assets for the entire community by introducing new streetscape features such as plantings, bicycle parking and additional **outdoor street seating** for nearby businesses. They are generally not intended to be associated with a specific retail outlet, even if they may be located directly outside such outlets, but are meant to be available for use by any and all passing pedestrians. Nevertheless, studies have shown they typically result in increased pedestrian activity and additional sales at nearby businesses by breaking the flow of foot traffic and giving passersby a reason to stop, socialize and relax. Naturally, they work best in shopping strips with active pedestrian traffic and which feature a mix of retail outlets, eating establishments, etc.

The best designed parklets take into consideration amenities that would benefit the immediate surroundings, such as tables and chairs, bench seating, lighting, planters, and landscaping. Solar phone charging stations, which can be incorporated into seating, literature shelves and umbrellas, can also be a very effective means of increasing patronage. Bicycle racks can also be included in the parklet design.

Benefits of a Parklet

Several studies² cite the following benefits of parklets in a business district:

- Attracts patrons to come into a business district.
- Fosters multi-modal transportation, attracting walkers, cyclists, and transit riders.
- Makes public spaces more attractive and more dynamic, by encouraging people to gather and socialize.
- Parklets are also a good traffic calming tool, forcing drivers to slow down and be more aware.







Are there Parklets in Delaware?

While there are no parklets in Kent County yet, there have been parklets in Wilmington, Newark, Georgetown and Seaford. You can get more information on those parklets by visiting www.completecommunitiesde.org/planning/complete-streets/parklets/3

Rehoboth Beach also allowed restaurants to encroach into the parking spaces in front of each establishment with a new outdoor seating policy during the COVID-19 crisis.

Dover/Kent County MPO has a temporary parklet that can be set up in your municipality. This is a good way to "test" your parklet before settling on a particular area, style, or design.



Dover/Kent County MPO Mobile Parklet on display at the MPO office.



Mobile Parklet at Dover First Friday, August 2021.

Considerations for your Parklet

- Parklets are generally permitted on streets with a running slope of 5% or less. The primary reason is to ensure safe access for wheelchair users along the length of the deck. The maximum slope across the width is typically 2%.
- Parklets should be handicap accessible with a safe transition ramp from curb to parklet deck, and a sufficient radius allocated for wheelchairs to pivot and maneuver comfortably to exit the parklet.
- Parklets are expected to have perimeters that create a safe buffer to the street and passing traffic.
- Parklets must be easily and quickly movable for city maintenance, elevated for street drainage, and in some locations, able to be deconstructed and stored seasonally to provide access for snow clearing.
- Parklets are not permitted to block fire hydrants, manhole covers, storm drains, city utilities, or street signs, and cannot be next to a bus stop. If your parklet site currently has parking meters, part of your application process should be to request their removal (for a permanent parklet only).
- Parklets are commonly restricted to the width and length of a parking space which is typically 8' x 20'. A 4' setback defined by a wheel stop at both ends, and quite often the outer edge must have a 2' clear zone from adjacent traffic (for permanent parklets), meaning the actual decking size for a single parking space would be roughly 6' x 12' and 6' x 24' for two spaces.
- Parklets must sit at least one parking space in from a street corner or intersection to avoid them being positioned in blind spots to vehicular traffic.
- If the municipality anticipates future streetscape changes due to population growth or necessary improvements in the area of your proposed parklet, the parklet may have to move.



Transportation-related Considerations

- Must not intrude upon State rights-of-way (unless approved by DelDOT).
- Must maintain current access (unless approved by DelDOT).
- Must provide required access to property for emergency services. Must consider local traffic patterns and parking capacity.
- DART has active bus stops and requires certain distance to be able to pull over.
- There should be at least a 5 feet setback from active driveways.
- Parklets should not be located adjacent to public utilities located on the sidewalk.
- Parklet should not be located on active loading zones.

For any temporary parklets proposed within the road (including in parking spaces) of a state-owned roadway, a Special Events permit must be obtained from DelDOT. This should be submitted 90 days prior to the use of the parklet.

More information is available on the DelDOT Special Events website: https://deldot.gov/Business/planned_spec_events/index.shtml#.

Contact DelDOT Special Events via telephone at 302-760-2080 or via e-mail at dotpublic@delaware.gov.

For proposed semi-permanent or permanent parklets, a Right-of-Way Use Agreement may also be required. The development of this agreement can also be coordinated through the DelDOT Special Events staff.





Main Elements

It is important that each municipality adopts their own policy and procedures. Here are some of the main elements to think about and address:

- Will the municipality allow private businesses and/or public agencies to "own" parklets?
- Should all parklets be temporary or semi-permanent?
- If parklets can be semi-permanent, what are the responsibilities of the parklet owner to maintain the parklet and surrounding street area?
- In some cases, will the municipality make final approval, or will DelDOT be involved?
- Will there be any specific requirements that all parklets must meet? If so, what?
- Will there be any restrictions regarding what cannot be included in a parklet?
- Will there be any location where parklets are allowed and/or where they are prohibited?

Here are some considerations for a non-municipal parklet application:

- Dates and duration of the parklet.
- Purpose of parklet.
- Exterior perimeter measurements and what barriers will be at the edges.
- A drawing showing the extension relative to the main licensed premise, placement of tables/chairs/displays and distance between them, etc.
- Explanation of how ADA compliance will continue to be in place.
- If applicable, indications of how property boundaries will be marked to prevent alcoholic beverages from being removed from premises.
- If applicable, any additional paperwork from the health department.
- Identification of the business owner and the property owner (if the business is rented) and whether or not to require approval from both parties.
- A copy of a commercial general liability insurance certificate, identifying the municipality as the certificate holder, providing coverage in a certain amount.
- A list of ordinances that must be complied with by the owners of the parklet (i.e. noise level, lights, animals, trash, etc.).
- All applications should also include a waiver and indemnification agreement. See the Sample Application at the end of this guide.

Marketing and Public Engagement

Marketing will be vital for Municipality owned parklets. Municipalities must cultivate support from the public and private sector businesses, and then educate and engage the public.

- What municipality agency will be responsible for parklet marketing and administration?
- What kind of budget does the municipality have to spend?
- Are sponsorships available (naming rights, plaques on furniture, signage at the parklet site,etc.)?
- Will there be a website or email address where the public can ask questions?



Let's Go Shopping!

Before shopping for elements within your Parklet, first ask some simple questions:

- What is the purpose of the Parklet?
- Will someone be there to oversee the Parklet, or should it be self-contained?
- Can things be easily removed, picked up, damaged, or stolen?
- Will there be electricity near the Parklet?
- Who will be responsible for setting up/tearing down the Parklet?
- If the Parklet is supposed to be mobile, how will it be transported?
- If the Parklet is semi-permanent, who is responsible for maintaining it?
- When the Parklet is not in use, where will it be stored?

Answering these simple questions will give you an idea of how big, how heavy, and exactly what items you will want and need for your Parklet. While every Parklet is different, there are some things that should be considered with everyone. They are:

- What safety barriers will be needed, and how many?
- What will be on the asphalt to delineate the parklet from the road? (artificial grass, decking, tile dance floor material, rubberized playground material, etc.)
- What lighting will be necessary? How will it be operated? (electric or battery)

These are the first things, and the most expensive things, you will need to buy for your Parklet. Barriers are very important, as well as something to separate the Parklet from the road. If you choose to use something that is directly on the road rather than raised to the sidewalk, you may also want to get some reflective tape to mark the step down into the Parklet. Lighting may be decorative, such as twinkle lights for greenery, or more substantial like flood lights around the perimeter. It depends on how much activity your Parklet will have after dark.

Other things you may want to consider will be signage, trash disposal, and seating. There is also the question of the elements. What if it rains? Will you provide protection with a canopy, table umbrellas, or some other shelter? What about extreme heat or cold? All of these considerations should be answered before your Parklet debuts in your municipality.

Ideas for Parklets

These key words should spark discussion and assist you in developing and idea for your Parklet!



SAMPLE APPLICATION FOR PRIVATE PARKLET PERMIT

| PERMIT# | |
|---------|--------------------------|
| | For Official Use Only |
| REVOCAR | I E CIDEMAI K EXTENSION) |

| | | (112.00122201 | 22111211211211211211 |
|-----|---|------------------------------|----------------------|
| | APPLICANT & SITE INFORMATION | | |
| | Site Address: | Block: | Lot: |
| | Sponsoring Business Name: | | |
| | Owner / Manager Name: | | |
| | Phone: | E-Mail: | EIN#: |
| | | Driver's License: | |
| | OCCUPANCY INFORMATION | | |
| | Street Segment(s) Occupied: | Between: | |
| | Total Linear Footage of Curb Occupied: | Total Square Foota | ge of Parking Lane |
| | Occupied: | | |
| | ATTACHMENTS | | |
| Э | Plan set to include existing site plan and proposed plan | s (can be designed by permit | holder). |
| 0 | Written support from adjacent business/property owned Merchant Associations, Parking Committee, etc | ers/neighborhood or | |
| 0 | Completed Application | | |
| 0 | Evidence of Liability Insurance for one (1) year (\$2,000 | 0,000) | |
| _ | oplicant understands and agrees to comply with all Locessibility as they may apply to this permit. | ocal, State and Federal laws | governing |
| | | _ | |
| tuı | re of Applicant/Authorized Agent | | Date |

| | A non-refundable fee of \$ payable by check, money order or American Express) for processing, inspection and incurred by the City in review of the proposal, shall be d | additional fees based on cost |
|----|---|---|
| | A Certificate of Insurance for general liability insurance endorsing the City and County, Its Officers, Employees, a with the municipality address as the certificate holder is | coverage of not less than \$2 mil |
| | The existing site plan shall include information such as paving conditions of the curb, parking alignment, utility parking lane, and sidewalk furniture (e.g. utility poles, fi etc.). Proposed design plans shall include accessibility plansiderations, section plan, construction details and re | covers on the sidewalk and in tre hydrants, parking meters, tre lan, detail site plan, transportation |
| | constactations, section plan, construction details and re | nucinigs. |
| | | |
| | I hereby confirm that | i: |
| 1. | I am not prohibited by any lease or rental agreement from place of business/residence and, I agree to abide by the parklet policy. | |
| 2. | There shall be no liability on the City or upon any of its any damage by the permittee from any cause aris. Furthermore, I agree to indemnify, defend and hold harmle and its officers and employees from any liability arising | ing out of permitted activitie ess the City and County and Stat |
| | | |

PERMIT#

Sample Policy Language

Code ###. - PEDESTRIAN ENHANCEMENTS

Sec. ##-##. - Definitions.

The following words, terms, and phrases, when used in this section, shall have the meanings ascribed to them in this section, except where the context clearly indicates that a different meaning is intended:

Bike corral means a portion of a curbside parking lane that is closed to motor vehicle parking and equipped with bike racks so as to permit the parking and securing of bikes.

Director means the _____ and, except as provided otherwise in Section ## pertaining to pedestrian enhancement revocation, includes the Director's designee.

Parklet means a removable platform made available to the public for recreational use that occupies a portion of a parking lane that is closed to motor vehicle parking.

Pedestrian enhancement means either a bike corral or parklet.

(Ord. No. ##, § ##)

- Sec. ##-##. Pedestrian enhancement permit—Application, approval and general provisions.
 - (a) *Permit required; enforcement*. Subject to the provisions of this division, a pedestrian enhancement may be located within a portion of the right-of-way only upon approval of a pedestrian enhancement permit by the Director. No person shall establish a pedestrian enhancement unless such person has obtained a pedestrian enhancement permit, and no other use of the area devoted to the pedestrian enhancement shall be permitted, except normal use as a right-of-way. The design, operation, and use of a pedestrian enhancement shall comply with the approved permit. It shall be the responsibility of the Director to enforce the provisions of this division.
 - (b) *Application*. Application for a pedestrian enhancement permit shall be made to the Director on such application form and subject to such written procedures as the Director may establish for that purpose.

- (c) Plan and other materials to accompany application. The following plan and other materials shall be submitted in triplicate with the application for a pedestrian enhancement permit:
- (1) A detailed plan, must show all of the following:
- a. The layout and arrangement of the proposed pedestrian enhancement, including its overall dimensions and the type, design, and placement of any barriers and furnishings such as, but not limited to, tables, chairs, umbrellas, planters, bike racks and any other appurtenances to be located within the boundaries of the proposed pedestrian enhancement.
- b. The following sidewalk conditions and features located within the boundaries of the proposed pedestrian enhancement and within ten feet of such boundaries: existing right-of-way paving material and width of the right-of-way in which the proposed pedestrian enhancement will be placed; the location of tree wells, sidewalk grates, benches, bus passenger shelters, mailboxes, newspaper boxes, lampposts, traffic signal poles, traffic and parking signs, parking meters, wheelchair ramps, driveways, fire hydrants, trash receptacles and similar sidewalk features or obstructions; and the boundaries of any existing adjacent pedestrian enhancement.
- (2) Photographs or other graphic representations, together with specifications, which depict the design, materials and colors of chairs, tables, umbrellas, barriers and other appurtenances to be located within the boundaries of the proposed pedestrian enhancement.
- (3) Photographs of the proposed site of the pedestrian enhancement and within ten feet thereof, showing the relationship of the site to the adjacent sidewalk and buildings and showing the features enumerated in subsection $(_)(_)(_)$.
- (4) A detailed description of the manner of removal of the pedestrian enhancement upon the expiration and non-renewal, or the suspension or revocation, of a permit or upon the direction of the Director for cleaning, maintenance, emergency services and other reasons.
- (5) Such additional information as the Director may reasonably require as needed to determine compliance with the provisions of this division.
- (d) *Permit application fee.* An application and processing fee, as set forth in Appendix A to this Code, shall accompany each application for a pedestrian enhancement permit. Such fee shall be nonrefundable.
- (e) *Indemnification, insurance and bonding requirements to be met.* Proof of compliance with the indemnification and insurance requirements set forth in Section ##(_)(_) and (_) and the bond requirements set forth in Section ##(a)(7) shall be submitted to and approved by the Director prior to approval of a pedestrian enhancement permit.

- (f) *Permit requirements.* The Director shall not approve a pedestrian enhancement permit unless, in the judgment of the Director, the pedestrian enhancement meets all of the following requirements:
- (1) The proposed pedestrian enhancement will not cause a safety hazard.
- (2) The proposed pedestrian enhancement will not cause undue motor vehicle traffic congestion in the surrounding area.
- (3) All owners of properties, and tenants of commercial properties, abutting or adjacent to the proposed pedestrian enhancement, have provided written approval of the pedestrian enhancement.
- (4) The proposed pedestrian enhancement is suitable to the site and conforms to the requirements, with respect to location, design, function and use, of standards established by the Director pursuant to this section.
- (5) The proposed pedestrian enhancement must be protected by an appropriate barrier, from motor vehicles so as to provide adequate protection to occupants of the pedestrian enhancement. The plan required under subsection (_) shall include a description of this barrier.
- (6) The proposed pedestrian enhancement will not be located on a city street in a location where, absent the pedestrian enhancement, cars would not be permitted to park.
- (7) The proposed pedestrian enhancement complies with all applicable laws.
- (g) *Specific standards.* The Director shall establish specific standards by which the Director will determine whether the location and design of the proposed pedestrian enhancement meets the criteria set forth in subsection (_).
- (h) Action on permit application. No permit shall be issued for a pedestrian enhancement until the location, character and extent of the pedestrian enhancement has been approved by the Planning Commission. The Director may, however, deny the application for a pedestrian enhancement permit, pursuant to subsection (_), before the Planning Commission reviews the location, character, and extent of the proposed pedestrian enhancement. If the Planning Commission approves the location, character, and extent of the pedestrian enhancement, the Director shall approve, approve with conditions, or deny the application for a pedestrian enhancement permit. Approval or approval with conditions shall only be granted if the proposed pedestrian enhancement complies with

the requirements of this section. The Director may impose any lawful condition on a permit that the Director deems necessary or desirable based on safety or suitability of the proposed pedestrian enhancement. Upon approval, the permit application shall constitute the pedestrian enhancement permit.

(Ord. No. ##, § ##)

Sec. ##. - Same—Changes to approved permit.

No material change to an approved pedestrian enhancement permit shall be made without prior written approval by the Director. The Director may modify an approved permit if the Director finds in writing there is a superseding public need relative to use of the adjacent right-of-way.

(Ord. No. ##, § ##)

• Sec. ##. - Same—Duration, renewal, and transferability.

- (a) *Duration of pedestrian enhancement permit.* A pedestrian enhancement permit shall be valid for ______days from the date of approval or for a shorter period specified in the permit by the Director.
- (b) *Renewal*. An approved pedestrian enhancement permit shall be renewable, unless withdrawn in writing by the applicant or revoked or suspended pursuant to the provisions of Section ##. Renewal of the permit shall be subject to the applicant signing an application and payment of the renewal fee as set forth in Appendix A to this Code no later than 90 days prior to the expiration of the permit. Renewal shall be subject to compliance with the indemnification and insurance provisions and pedestrian enhancement standards established by the Director in accordance with Section $\#(_)(_)$, $(_)$ and $(_)$ in effect at the date of renewal.
- (c) *Transferability*. A permit holder may transfer the pedestrian enhancement permit to a new permit holder if the Director first approves in writing the transfer and the proposed new permit holder provides proof that the insurance, indemnification and bonding requirements set forth in this division are met by the proposed new permit holder.

(Ord. No. ##, § ##)

• Sec. ##. - Maintenance, use and operation of pedestrian enhancement.

(a) *Generally*. The permit holder shall be responsible for installing and maintaining the pedestrian enhancement in accordance with all City, state and federal laws, as well as any rules, regulations and standards pertaining to pedestrian enhancements including, but not limited to, the requirements set forth

in this section. The permit holder shall require any contractor engaged to perform work or furnish materials with respect to the pedestrian enhancement to comply with all of the requirements of Section $\#\#(\)(\)$.

- (b) *Maintenance*. The permit holder shall be solely responsible for maintaining the pedestrian enhancement in a neat, clean, and sanitary condition and for maintaining and repairing any furnishings or amenities appurtenant to the pedestrian enhancement.
- (c) *Certain uses not permitted.* Neither the permit holder nor any other person or business may provide food, drink or any other goods or services for consideration to any person in a pedestrian enhancement. This subsection shall not prohibit a person from bringing food, drink or other goods into a pedestrian enhancement for that person's own personal use.
- (d) *Operation*. All pedestrian enhancements shall be open to the public. The permit holder may not deny access to the pedestrian enhancement to any person for any reason and may not impose any condition whatsoever on access to the pedestrian enhancement except those required by this division or the pedestrian enhancement permit.

(Ord. No. ##, § ##)

• Sec. ##. - Hours applicable to pedestrian enhancement.

Pedestrian enhancements shall not be occupied between _p.m. and _ a.m. The permit holder shall post written notice of these restrictions that is visible to the public, or must remove the parklet and store somewhere else during these hours. As a condition of granting a permit, the Director may prescribe additional hours during which the pedestrian enhancement may not be occupied and require the permit holder to post written notice of those restrictions that is visible to the public. The Director may further specify the design, number, and placement of the notices.

(Ord. No. ##, § ##)

• Sec. ##. - Revocation and suspension of permit.

(a) *Generally* . Operation of a pedestrian enhancement is a licensed privilege granted by the City to occupy a portion of the public right-of-way and is predicated on the pedestrian enhancement being operated and maintained in compliance with all applicable rules, regulations, and standards including, but not limited to, the requirements of this division. An approved pedestrian enhancement permit may be revoked or suspended in accordance with this section.

- (b) Revocation of approved permit.
- (1) The Director shall have the authority to revoke, which revocation shall not be appealable, an approved pedestrian enhancement permit if the Director determines that any of the following have occurred:
- a. The applicant misrepresented or provided false information in the permit application.

b. The pedestrian enhancement permit has been suspended more than two times in a 12-month period on grounds of noncompliance pursuant to subsection (c)(1)(a) of this section.

c. The pedestrian enhancement creates a public nuisance or a hazard to the public health, safety or welfare.

d.The Director finds in writing that there is a superseding public need relative to the portion of the public right-of-way occupied by or otherwise affected by the pedestrian enhancement.

- (2) Before revocation of a pedestrian enhancement permit, the Director shall provide written notice to the permit holder setting forth the effective date of the revocation and the grounds therefor.
- (c) Suspension of approved permit.
- (1) The Director shall have the authority to suspend, which suspension shall not be appealable, an approved pedestrian enhancement permit for a period of up to 30 days, or such longer period as may be necessary in the case of work in the right-of-way, if the Director finds in writing, with explanation therefor, that any of the following have occurred:
- a. The pedestrian enhancement or operation thereof is not in compliance with the approved permit, applicable standards or any other applicable laws, rules and regulations pertaining to pedestrian enhancements including, but not limited to, the requirements set forth in this section.

b.The Director finds in writing that there is a superseding public need relative to the portion of the public right-of-way occupied by or otherwise affected by the pedestrian enhancement.

- (2) Before suspension of a pedestrian enhancement permit, the Director shall provide written notice to the permit holder setting forth the effective date of the suspension, the length of the suspension and the grounds therefor.
- (3) The Director may reinstate a pedestrian enhancement permit prior to the end of the suspension period if the Director is satisfied that the grounds of the suspension have been remedied.

(Ord. No. ##, § ##)

• Sec. ##. - Removal of pedestrian enhancement.

- (a) *Generally.* Upon the expiration and non-renewal of a pedestrian enhancement permit, or upon the direction of the Director, the permit holder shall, at its cost, promptly remove the pedestrian enhancement and restore the right-of-way to its former condition.
- (b) *Removal.* The Director may direct the removal of a pedestrian enhancement at any time if the Director determines in writing that one of the following conditions is present:
- (1) The pedestrian enhancement presents a safety hazard of any kind.
- (2) The pedestrian enhancement unduly disrupts pedestrian or vehicular traffic in the area.
- (3)Removal of the pedestrian enhancement is desired in order to perform construction, maintenance, repairs, or other work in any portion of the right-of-way or on any abutting property.
- (4) The pedestrian enhancement permit has been revoked or suspended pursuant to this section.
- (c) *Noncompliance*. If a permit holder fails to remove the pedestrian enhancement as directed by the Director or in accordance with this division, the Director may cause the pedestrian enhancement to be removed from the right-of-way, the right-of-way to be restored to its original condition and the pedestrian enhancement to be disposed of. The permit holder shall be liable for the costs of such removal, restoration and disposal, including administrative costs, and the City may recover such costs from the bond furnished by the permit holder pursuant to Section ##(e) or collect such costs as permitted by law, either or both.

(Ord. No. ##, § ##)

References

- 1. Grunewald, Katie (26 April 2013). "Student Society of Landscape Architecture demonstrates parklet". Iowa State Daily. Retrieved 26 November 2013.
- 2. https://www.capitolhillseattle.com/2014/05/chs-community-post-parklets-creating-mini-spaces-for-community/
- 3. www.completecommunitiesde.org/planning/complete-streets/parklets/

Resources

Brozen, Madeline, & Loukaitou-Sideris, Anastasia. "<u>Reclaiming the Right-of-Way: a Toolkit for Creating and Implementing Parklets</u>." UCLA Luskin School of Public Affairs, Transportation Research Board 92nd Annual Meeting, Washington, DC.

National Association of City Transportation Officials. "Urban Street Design Guide." New York, NY.

Perkins+Will Consulting Team. "<u>SF Parklet: Modular Kit of Parts - Phase I</u>." Innovation Incubator, Perkins+Will, San Francisco, CA.

Contacts for further assistance

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The Dover/Kent County MPO is committed to Title VI compliance. Title VI states "No person in the United States shall, on the ground of race, color, or national origin, be excluded from participation in, be denied the benefits of, or be subjected to discrimination under any program or activity receiving Federal financial assistance."